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NORA LEA,
Acting Executive Director

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Contributors to This Issue

BESSIE TOUZEL is a graduate of the School of Social Work, University of Toronto. Her professional experience covers a wide field including family welfare work in both Toronto and London, Case Supervisor with the Ottawa Public Welfare Department, and three years as Secretary of the Public Welfare Division of the Canadian Welfare Council. Early in the war, her services were requisitioned by the Department of Labour in connection with a manpower survey of Canada, and she also collaborated in the preparation of the Marsh Report. Her leadership of the Welfare Council of Greater Toronto since June, 1940, has been outstanding, and with the fusion of that body into the United Welfare Chest, Miss Touzel became one of the

Chief Executives of that larger organization.

KENNETH R. WILSON took his Bachelor of Commerce Degree at the University of Toronto in 1926 and has been a member of the editorial staff of *The Financial Post* since that time. In 1941 he became their editorial representative in Ottawa, and also has been their representative at a number of important international conferences — UNRRA, Chicago, Bretton Woods, and Quebec. At the invitation of the British Ministry of Information, he visited Britain in 1944 as the representative of the press of Canada. Mr. Wilson is Chairman of the Canadian Welfare Council's Editorial Committee.





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Redeploying Social Services

IN September 1939, we were stunned by the immensity of world events. The future was uncertain. As citizens and as lay and professional members of social agencies, we knew not what was in store for us, what new tasks we would have to face, what hardships would come upon us. One thing was apparent to all engaged in thinking and planning for welfare services: All the resources of the already-existing social agencies must be organized and expanded to meet the new situation. With mobilization, with rapidly-expanding industrial needs, with all the upheaval which accompanies a transition from peace to war, it was obvious that, as never before, the services of Canadian welfare agencies would be needed in helping individuals and groups to adjust to new conditions and assisting in the gearing into a war social economy.

As the war progressed through the "phony" stage and past the dreadful days of Dunkirk, the Canadian pattern of social service in wartime gradually emerged. It would be impossible in this short editorial to enumerate the great variety of services given during these past six years by social agencies and social workers as they endeavoured to maintain the home front.

And now, in September 1945, we gird ourselves for peace. What are the new goals of social work? How are we to deploy our forces to meet the new problems and conditions of the postwar world?

A new and much greater development of public responsibility for welfare measures is undoubtedly of primary importance. In the development of social security programs we go forward in concert with the other democratic nations of the world, in keeping with the acceptance of public responsibility for public welfare and the people's needs. This is as it should be, but there is much that remains to be done that does not fall within the competence or the responsibility of government bodies. Coupled with the necessary expansion of public welfare services and of the social insurances must be its companion program, the furtherance of voluntary welfare.

Community Chests and Councils of Social Agencies are now engaged in rethinking their programs to meet the new conditions and new needs.

As we move from war to peace there lie before us for our consideration and action many of the old responsibilities familiar through general acceptance and, in addition, an expanding vista, ever leading into the future, of new opportunities to give community leadership and assist in the working through of plans and projects for increased community betterment.

During this month and next appeals are being made in communities all across Canada for support of the voluntary services. On the success of these campaigns depends the extent to which Canadian voluntary social work will be able to maintain and further develop its very necessary service to the people of Canada.

Jobs for Tomorrow

OUT of the mock prosperity of war, Canada now seeks to achieve "full" employment in the peace.

The phrase "full employment" is a loose term. Different authorities define it in various ways. Sir William Beveridge says full employment: "means having always more vacant jobs than unemployed men, not slightly fewer jobs; that the jobs are at fair wages, of such a kind and so located that the unemployed men can reasonably be expected to take them". Obviously, we would need a highly regimented society to keep all persons fully employed at all times.

Officially, in Canada, the Dominion Government has set its postwar sights on "a high and stable level of employment and income". In the Government White Paper of April, 1945, setting out post-war objectives of employment and income, the Government discusses this definition as follows:

"In setting as its aim a high and stable level of employment and income, the Government is not selecting a lower target than 'full employment'. Rather, the Government is mindful that employment and incomes will be subject to fluctuations in the sphere of international trade, which cannot be wholly and instantaneously offset and that seasonal fluctuations, resulting from climate and buying habits are not to be overcome without much patient and resourceful work."

This should not be interpreted as simply an "alibi". The common

KENNETH R. WILSON

Ottawa Editor, *The Financial Post*

sense of the matter suggests that there is behind this explanation a hard core of realism. In short, there is no reason to believe that the experts who drew up the Government White Paper and the Cabinet Ministers who approved it, would not be quite willing to accept a definition such as Sir William Beveridge suggests and which, presumably, would be accepted quite generally by most people.

EMPLOYMENT IN WAR YEARS

In the autumn of 1939, there were about 3,800,000 people gainfully employed in Canada. At or near the wartime peak this had risen by one-third. Thus we had at work, or in the Armed Forces, in October, 1944, almost 5,100,000 men and women. Of this, nearly 800,000 were in the Forces and a million were engaged directly or indirectly in war production or war construction jobs.

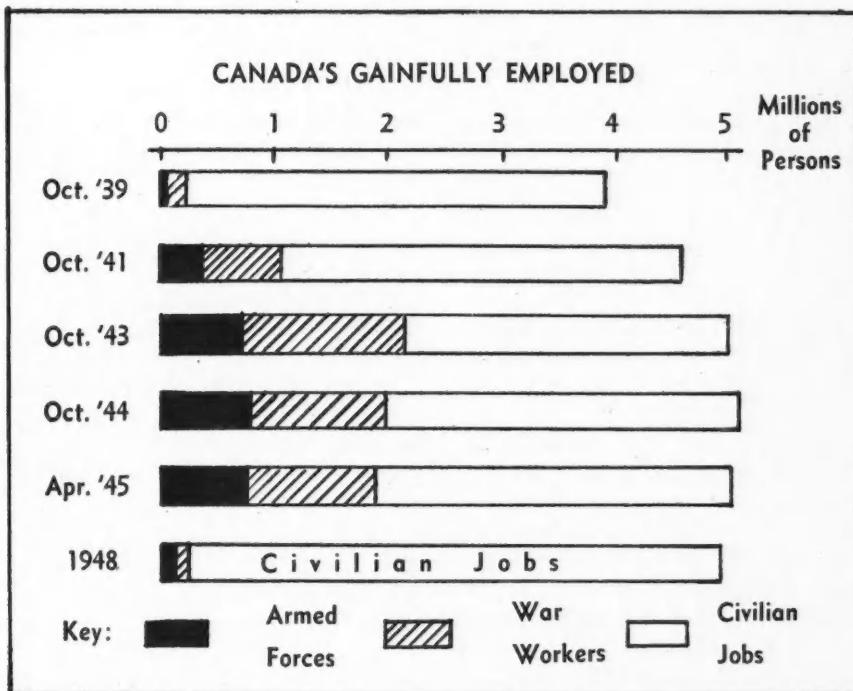
To these figures there should be added perhaps another quarter of a million people who were engaged in agriculture but who might be considered in a very definite sense "war" workers. True, of the million persons engaged in agriculture in recent years, it is hard to know who exactly was producing for "war" and who for "normal" needs. But a rough, rule-of-thumb estimate that one out of four of our

farmers was producing directly for war, would mean that the Armed Forces, war industry and Canadian agriculture combined, had a total "war" strength of about 2,000,000 persons during the peak year of 1944.

Numerically, this figure of 2,000,000 persons measures the outside circumference of Canada's post-war high employment problem. Obviously, not all these men and women will want to be employed after the war. A very large number will want to stop working altogether. Another big group will

resume university or other training. As well, the "normal" level of employment will quite reasonably rise considerably from what it is at present.

This is quite natural and proper. For instance, in "normal" times both men and women will be moving more freely and perhaps more leisurely from one job to another. The pre-war figure of unemployment was about 600,000. The current figure is about 75,000. A reasonable post-war minimum would possibly be somewhere between 200,000 and 250,000.



By 1948 there will be close to five million persons in Canada seeking gainful employment. Back in October, 1939, the corresponding figure was about 3,800,000. Meanwhile, war jobs, including one out of four Canadian farmers, plus the Armed Services, have absorbed in excess of two million men and women, although this is now tapering off rapidly as reconversion develops.

POST-WAR EXPECTATIONS

Reconstructing the picture as it might be expected to emerge by 1947 (or possibly earlier if the Japanese war ended suddenly), it appears that the reasonable overall Canadian objective would be to raise our pre-war level of employment by close to one million workers. This is what was indicated in the Government's White Paper. So far, it has not been seriously challenged. The statement in the White Paper was as follows:

"It is safe to say—that the employment of less than 900,000 persons over the level of 1939 would provide a high level of employment for the population of June 1944. As each year passes, this figure will be increased by about 60,000 by the natural increase of population."

What are our chances of getting work for the new "million", as well as keeping employed those who were working before the war?

As this is written, the Dominion-Provincial Conference on Reconstruction is wrestling with that very problem. For it is now recognized very clearly that our chances of attaining a high and stable level of employment and income are tied closely to our ability to translate wartime co-ordination and unity into peacetime constitutional patterns.

Significantly also, the Reconstruction Conference has accepted as the basis of its discussions, a federal proposition based very largely on the White Paper already discussed. It is a proposition which seeks to underwrite a high and stable level of employment

and income by remaking the financial basis of Confederation so as to strengthen each of the ten jurisdictions and ensure a co-ordinated approach to post-war fiscal, economic and social problems.

Basically, the Government White Paper emphasizes that there are, for Canada, four main avenues of expenditure which provide employment and income (jobs) for Canadians.

EXPORT TRADE

The first is export trade. The second is private investment in plant, equipment, and in durable goods such as housing. The third is consumption expenditures (which tend to rise and fall according to the level of individual income). The fourth is public investment of all kinds.

No one challenges the importance to Canada of exports. On a dollar basis alone, 20 to 25% of our national income is represented by export trade. Put another way, Gilbert Jackson, a Toronto economist, is authority for the statement that 3 out of 8 jobs in Canada hinge on our sales abroad.

What we have learned during the war is that for some time we must continue to finance our exports by credits or guarantees. Since 1939, exports have jumped from one billion to three and a half billion dollars (annual figures) largely because we as taxpayers have been willing to pay a very large share of the cost. Unless we want post-war exports to slip back to a point where our whole economy is jeopardized, we will have to grant

post-war credits to Britain, certain European countries, Russia, China and possibly some countries in the sterling area.

Eventually, we hope to have these credits repaid, and since trade is a two-way street, and the eventual solution lies in our willingness to accept other people's goods and services as imports and to do everything possible to clear world trade channels for similar interchange among all nations. Thus Canada has been pressing and encouraging by every possible means the acceptance of international economic agreements such as those made at Bretton Woods. She has also taken an active part in lowering her own trade barriers (farm implements, for example, last year) and laying the groundwork for similar action by Britain and United States, especially.

The fact that the United States Congress has approved the Bretton Woods agreements and has given the President power to negotiate new trade treaties with 50% reductions over those already in force, is a matter of supreme interest and concern to Canada. These two things in themselves are an augury of the greatest importance for the future. They mean that the "climate" for freer world trade was never more promising.

Within this over-all international framework, Canada is assured, during the next year or two, of what might be called a "trial run" for her exports. After that, much will depend on: (a) Our ability to compete as to costs and quality

with other trading nations; (b) The ability of Britain, traditionally our largest customer, to find a solution to her vexed "sterling" problem.

Canada has always sold more to Britain than she has bought in return. In the past we took the pounds sterling which Britain paid us for these exports and used them in the United States by turning them into American dollars to pay for things we wanted to buy across the border. This can no longer be done and until pounds sterling are once again freely convertible into United States dollars we have to either buy considerably more goods from Britain or else offer Britain "credits". At the moment, Britain is not eager to take on a line of credit from Canada. She prefers instead to cut down her purchases from Canada beyond what we will give her free under Mutual Aid. Since it would be calamitous to many parts of Canada to lose the British market and since Mutual Aid will almost certainly end with the Japanese war, the best solution of the British sterling problem, for Canada, is to find ways and means of getting Britain back into the world or dollar trade stream.

PRIVATE INVESTMENT

The next important source of national income is "private" investment.

In its White Paper, the Government expresses its unqualified belief that the expansion of private industry offers the chief hope for post-war employment. This is reiterated in the Federal brief to

the Reconstruction Conference where much emphasis is placed on the need for overhauling our present tax structure so as to give maximum encouragement to "private investment and employment". Other important steps being taken are the stimulation of house-building through Federal and other aids, and the encouragement of new enterprise through the Industrial Development Bank and a policy of low interest rates.

It is recognized that the backlog of wartime demand will create a considerable fund of available resources and opportunities for a very large expenditure of private investment of all types. What is hoped to achieve within the next few months is a proper fiscal and economic basis on which a continuing and permanent expansion of private enterprise will grow and flourish as the transition period passes.

Much will depend on the success achieved at the Reconstruction Conference. For it is now recognized that tax reform along the lines proposed at the Conference should do more than perhaps any other single thing to provide a satisfactory climate for a high level of private investment and employment.

CONSUMER PURCHASING POWER

In the field of consumer expenditure, two important factors are presently at work.

To start with, the backlog of accumulated wartime savings and the assurance of a reasonably high level of employment and income during the early months of post-

war transition, ensure that overall consumer spending will continue at a high level. What is now being added, is the far-reaching experiment of using social measures such as family allowances as a balance wheel to the end that consumer spending levels out in time of depression. The backlog of funds in the Unemployment Insurance scheme is another such cushion.

The family allowance plan, in particular, may well be described as a bold measure—one of many which the Federal Government in Canada is determined to attempt as part of a new approach which puts for the first time the yardstick of a "high and stable level of employment and income" as the PRIMARY goal of Government policy.

As indicated in the Federal brief, the Government is seeking complete control over direct taxes such as those on personal and corporate incomes and estates, so as to be in a position to incur deficits when necessary and use a combination of planned tax and social measures to underwrite the national economy.

BACKLOG OF INVESTMENT

As an integral part of such a plan, the Government also expects to use public investment expenditure in a way never before attempted in this country.

One of the most important features of the Federal brief at the Dominion-Provincial Conference is a proposition designed to keep public investment by all authorities to a minimum at times when they are not required, and to have

them available for immediate use when employment and income would otherwise tend to decline. The basis on which it is hoped to establish this reserve of public works is an outright Federal grant of 20% towards the cost of all such plans made available in advance, and timed so as to fit into the pattern of the business cycle.

STRATEGY OF ADVANCE

He would be an incorrigible optimist who would hope or expect that all of these plans and propositions as outlined in the White Paper and further developed by the Dominion Conference brief, would be immediately realized, or that serious community problems of unemployment and distress will not occur as we return to peace-time conditions.

What must at once be recognized is that never in Canadian history, or perhaps in the history of any other country, has there been so much intelligent and competent thought put into the solution of problems such as will face us when war finally ends.

One lesson the war has certainly taught us is that in a country such as Canada, the only proper policy or blueprint is the expansive one. Such a policy has, in fact, been laid before Canadians within recent months as a result of the two epochal presentations made by Ottawa, first, in the form of a White Paper, and secondly, in the form of the Conference brief.

If we can attain only a part of these ambitious plans, or, to put it another way, if we can apply in a small measure the unity of purpose towards post-war problems that Canadians have exhibited in time of war, there is no reason to believe that the goal of high employment and income cannot in considerable measure, be attained.

Much will depend, of course, on the international "climate" in which we find ourselves. But there is also a very great deal that we can do of our own volition and by our own determination and intelligence.

On balance, the future possibilities for achieving our post-war goals look presently bright.

COMMUNITY ORGANIZATION

COMMUNITY organization is merely people working together to get what they want out of what they have. The organized community will have made of its body of citizens a smoothly-working instrument for meeting community needs; it will have produced in its people an awareness of what they need and a consciousness that by working together they can get what they want; it will know its own power to meet its problems through democratic action started and carried through by the people themselves; it will know its own resources, both human and material, and it will use them wisely for the greatest benefit to all; it will have developed leaders from within itself; and it will have integrated its citizens to the point where they form a true community in spirit as well as in name—From "A Statement on Community Organization," School of Inter-American Affairs, University of New Mexico.

—*Community Service News*, May-June, 1945.

Dominion-Provincial Conference

HERE have been many Dominion-Provincial Conferences in the history of the Dominion, but none have faced more difficult problems nor carried greater responsibility for effecting important inter-governmental agreements and developing far-reaching and constructive plans than did the Conference of Dominion and Provincial leaders, with their delegations, which was opened on August 6th at Ottawa.

To many people in Canada this was just another meeting "which would probably waste a lot of time in talking and get nowhere". To those who participated, however, and to informed and thoughtful people outside who recognized the importance underlying the need for joint thinking and planning, it was a gathering on which depended to a considerable extent the future welfare of Canada.

Entitled a Conference on Reconstruction, that term embraced a very wide field including fiscal policies, transference from wartime to peacetime production, social security measures and the successful absorption into civilian life of Service personnel.

In his opening address to the Conference, the Prime Minister referred to the fact that the war had demonstrated beyond question the importance of unity and co-operation in attaining a common goal and that this spirit was no less important in facing the problems of the post-war years. "The

enemies that we will have to overcome", he said, "will be on our own Canadian soil. They will make their presence known in the guise of sickness, unemployment and want. It is to plan for a unified campaign in Canada against these enemies of progress and human well-being that we have come together at this time. This may well be the most important Canadian Conference since Confederation".

In the addresses of the various Provincial Premiers it was obvious that each had come to the meeting fully aware of the importance of the decisions to be reached and prepared to do everything possible to work through differences to an acceptable conclusion. Specific proposals as to ways and means of meeting present and post-war problems were presented by Dominion and Provincial representatives and these proposals then became a matter for study and evaluation by the Governmental delegations assembled.

As would be inevitable, certain differences in principle, in procedure and method were apparent in the programs presented by the different Governments. Had there been complete unanimity, there would have been no need for the Conference. What was most noticeable was the common spirit and point of view running through all the proposals; the recognition of the importance of the building of a more satisfactory structure of economic and social security based

upon mutual agreement as between the provinces themselves and the provinces and the Dominion.

Since very complete coverage of the Conference has been given by most of the daily papers and since full reports of the proceedings are available from Government sources,* it would seem to be unnecessary to do more than refer here to the important and far-reaching proposals discussed in respect to Health Insurance, Unemployment Relief and Social Assistance, and Dominion appropriation for the encouragement of research and advancement in the fields of physical and mental health, as well as maintenance of an adequate level of employment.

It is too soon to evaluate, at the time of writing, the comparative

success of this Conference. Its adjournment to November is evidence of the desire of the participants to give careful study to the various proposals. That there will be differences of opinion and difficulties in the implementing of the recommendations is inevitable. We will do well to remember that too much must not be expected too soon; that the important factor to be considered is the laying of a broad foundation of relationships; and that the establishment of more satisfactory inter-provincial and provincial-federal interaction should result in many of the complications being ironed out which heretofore hindered progress and advancement, and the end result be one of greater effectiveness and service and the opening of a new chapter in the development of Canadian life.

N.L.

A Statement by
THE HONOURABLE BROOKE CLAXTON, K.C.,
Minister of National Health and Welfare

As Minister of National Health and Welfare I commend most heartily the 1945-46 community welfare appeals and urge that they be supported to the full by all Canadians.

From my own personal experience as a citizen and from my work in this Department with many welfare organizations, I know how great and vital is the contribution they are making to the health, comfort and well-being of the people they serve.

In consequence of the pioneer work done by individual citizens and by charitable organizations, governments have increased their activity in the fields of health and welfare. However, far from making the work of voluntary agencies unnecessary, governmental action has provided a sound foundation on which that work can be carried on and extended. Community welfare agencies have a great part to play in the field of community services.

Each city in Canada can help to make its community strong by supporting the forthcoming community welfare appeals.

All Races, All Creeds

The story of how Toronto combined three sectarian Welfare Federations into one and with other community services formed the United Welfare Chest.

BESSIE TOUZEL

Executive Secretary, The Welfare Council, United Welfare Chest, Toronto

"WHEN you took this step, you took a long one", said an official of a large American Chest to an Executive of the recently organized United Welfare Chest of Toronto. For several years certain leaders of social work in Toronto believed that better co-ordination of fund-raising and planning machinery was necessary to a good job. Doubts as to the wisdom of certain kinds of reorganization, and study of experiments in Chest organizations throughout the continent, along with the pressures of wartime needs, caused long delay in the decision as to what step should be taken in Toronto. When in 1944, a new incorporation created the United Welfare Chest, a long step in further co-ordination of planning and financing machinery was made possible. The organizations of the Federation for Community Service, the Federation of Catholic Charities, the local agencies of the United Jewish Welfare Fund, the fund-raising organizations of the West End Creche and the Y.M.C.A., as well as the Welfare Council and the Social Service Index, were incorporated into a single organization for planning and fund-raising for a membership of over one hundred agencies.

This amalgamation followed a trial in a joint campaign for the enlarged group in 1943. Certain

fears as to the effect on giving of this broad incorporation, were dispelled in that trial joint drive, and the way was open for a permanent organization of the sort created.

HISTORICAL DEVELOPMENT

The first Community Chest on the continent was incorporated in Cleveland in 1913. In general terms this organization served the same purpose as over five hundred others that have come into existence in the years since, i.e. the further co-ordination of planning and/or fund-raising for the variety of agencies which have come into existence to serve human needs in large modern cities. The period of the first world war saw the creation of a number of agencies of a like sort, created for joint fund-raising and budgeting of funds, very often by war agencies alone, but in many instances for war and home-front agencies during that period. The immediate post-1918 period saw a major increase in the number of agencies organized for this purpose. These organizations had varying types of set-up and served in various ways. Some of the Chests assumed in the beginning, only the responsibility for fund-raising, others for fund-raising and planning. Many organized for fund-raising with a definite policy of relationship for planning with

other organizations as, for example, Councils of Social Agencies.

In Toronto, in 1918-19, leaders in business and social work were engaged in considering Toronto's needs in this regard. During the year 1918, this leadership adopted a plan for joint fund-raising in an organization which they called the Federation for Community Service. The Federation included fifty-two agencies at that time. In May of 1919, this agency with the Y.M.C.A., The Service Men's Rehabilitation Centres and The Citizens' Repatriation League, formed themselves into a joint group for campaign purposes for that one year. They were known as "The Big Four". The drive was not successful and raised only 38% of its objective of a million and a half dollars. This failure in a joint campaign coloured the thinking of Toronto lay and professional leaders for many years. In 1918, the Federation of Jewish Philanthropies was formed as an association of agencies serving the Jewish community. A few years later, the Catholic agencies, which had been included in the Federation for Community Service, withdrew forming the Federation of Catholic Charities. The Federation for Community Service continued for a quarter century serving Protestant and non-sectarian agencies. These three federations, organized on sectarian lines, continued to raise funds for their various communities until 1943.

SOCIAL PLANNING

In 1937, representatives of the major Toronto agencies formed

themselves into the Welfare Council of Toronto and District for the purpose of joint planning, research and education. Previously, several councils of narrower coverage, as, for example, the Child Welfare Council, had existed. For the most part such organizations chose to lose themselves in the new and larger Council.

Representatives of agencies participating in the discussion of a proposed further amalgamation of these separate organizations in the fields of fund-raising and planning, were faced with many decisions as to the road ahead. The experience of over five hundred Canadian and American cities having some similar form of organization allowed plenty of opportunity for study and discussion with experienced people as to the kind of organization most suited to our needs.

Out of the advice of those of experience and out of many discussions and conferences, heading up in a Constitution Committee, the constitution was adopted and the incorporation of the new United Welfare Chest entered into March 30th, 1944. This incorporation recognized two functions as those of the new organization, namely, the function of study, research and planning for meeting social needs in Toronto and the raising of funds necessary to agencies to meet these needs. Its planning function extends beyond the agencies financed to include all those public and private organizations which for various reasons do not require funds from the

Chest but desire joint planning with other agencies in the city and district. Out of a membership of one hundred and three, the organization raises funds for sixty-nine agencies. Two types of membership participate, i.e., institutional and individual. Institutional members through nominees form themselves into a Council (Welfare Council) and here participate in planning and policy-making. Individual members, i.e., citizen supporters in annual meetings, and others when required, elect two-thirds of the membership of the Board of Directors of the United Welfare Chest, and approve finally policies of the organization. Institutional members are grouped in the Welfare Council into four divisions of major interest, viz., The Division on Child and Family Welfare, The Division on Recreation and Education, The Division on Health, and The Division on Old Age. Agencies interested in more than one of these may participate in the activities of more than one division. Subjects requiring study and research, education or planning related to these specific fields are referred to these divisional groups for consideration. From among the representatives of agencies in the particular field, the necessary study and action is taken and referred to a Board of Directors of the Council, or Planning, of the Chest, which Board becomes the central executive of the parliament of the agencies. This Board of Directors of the Council, or Planning Section, has the responsibility of naming one-third

of the Board of Directors of the United Welfare Chest as a whole.

The Policy Committee, responsible for sifting all policy recommendations from various committees and divisions, acts as a committee of the Board of Directors of the Council. The Budget Committee, named seven by the Council and eight by the Board of Directors of the Chest, is a committee of the Board of Directors of the Chest.

Policy questions of concern to the Budget Committee are referred to the Council Department for study and report.

Since the incorporation, the Women's Voluntary Services, Toronto Centre, has requested incorporation into the new body as a sub-department of the Welfare Council Department, for volunteer recruiting and training. This request has been approved.

The Social Service Index has become a sub-department of the Council Department of the Chest. Plans are under way for the beginnings of a Research sub-department, when properly qualified personnel is available. A new sub-department of Youth Services is being established under the Council to give due emphasis to work in the youth-serving field. This sub-department will operate under the guidance of a membership association representative of agencies and citizen organizations in a fashion very similar to a division of the Council. It is not organized as a division because its work obviously will cut across and relate to all divisions so constantly,

e.g., the case-work services of the Division of Child and Family Welfare and the health services of the Division on Health.

LAY AND PROFESSIONAL LEADERSHIP

Many of Toronto's most socially-minded citizens have helped in the task of planning this new organization. Mr. J. J. Vaughan, Chairman of the Federation for Community Service at the time discussions were initiated, made a particular contribution in directing the discussions. Mr. R. C. Birkenshaw, Mr. L. F. Winchell through the Board of Trade, Mr. B. Sadowski, Mr. Arthur Kelly, Mr. C. S. Watson, Mr. R. C. C. Henson, Chairman of the Board of Directors of the Welfare Council; all these made contributions without which it would have been difficult to have completed the task. Mr. Robert Fennell has this year assumed the chairmanship of the United Welfare Chest. Mr. Walter Gordon has become the Campaign Chairman, with Mr. E. G. Burton, Vice-Chairman of the Campaign Committee. Mr. C. S. Watson is Chairman of the Public Relations Committee, with Mr. Stuart Philpott Chairman of an important Interpretation sub-committee. Mr. R. C. C. Henson continues as Chairman of the Board of Directors of the Welfare Council.

It was the conviction of the architects of the plan, and of numerous lay and professional people in the field, that the task which had been accepted for the new organization was not just that which had been in any one of the

parts. It was their conviction that a social engineer of high qualifications was necessary, to give the best leadership in the coming years. Out of discussions relative to professional leadership in the Chest there evolved a conviction that one person was eminently best suited to undertake this task. Lay and professional people set themselves the task of persuading Mr. W. H. Dewar, until recently Associate Metropolitan Secretary of the Toronto Y.M.C.A., and previously having long experience as an administrator and program leader with the Y.M.C.A. in United States and Canada, to undertake this work. Mr. Dewar assumed the duties of Executive Director of the United Welfare Chest, March 1st, 1945.

Mr. Alec Hardie, Chest Administrator, assumes the duties of Secretary to the Campaign Committee and Secretary to the Budget Committee. Miss Bessie Touzel, Executive Secretary of the Welfare Council, assumes the duties of executive officer to that Board and to the Policy Committee.

FUTURE PROSPECTS GOOD

This single type of organization for financing and planning, expresses directly the conviction that planning and fund-raising are two aspects of one job and the belief that when separate organizationally, there are difficulties in properly relating them. This experiment in Toronto of so inclusive an organization has still to prove itself in operation, but it is beginning its history with the high confidence of many who know it.

New Chest Executives

DURING recent months the Chests of two large Canadian cities have come under new leadership, Mr. Harold D. Barbour having assumed the directorship of the Community Chest of Greater Winnipeg and Mr. William H. Dewar becoming Executive Director of the Toronto United Welfare Chest.

Harold Barbour comes into the professional social work field via the volunteer route. For over ten years he has been a member of the Board of Directors of the Winnipeg Children's Aid Society and more recently its President. During his term of office he successfully steered that Society through a period of reorganization and development which has brought it into the top ranks of Canadian child welfare agencies.

A gold medalist in economics and law at the University of Manitoba, his M.A. thesis was on the subject of taxation and political science.

He was called to the Manitoba Bar in 1922 when only twenty-two years of age. A period of legal practice and business followed and seventeen years ago he became Manager of the Canada Permanent Trust Company in Winnipeg, a position he held up to the time of his appointment to the Community Chest. During this time he was on the staff of the University as lecturer on succession duties and income tax.



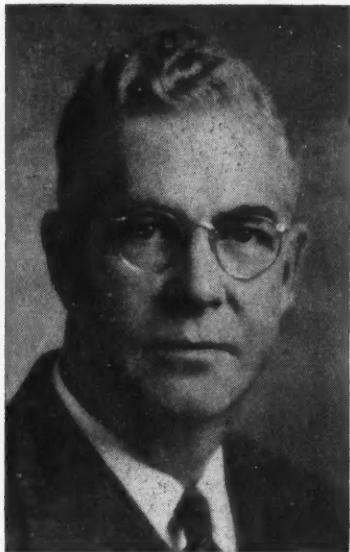
HAROLD D. BARBOUR

His personal interests include the Reserve Army and the Gyro Club. He is a champion rifle and revolver shot.

Harold Barbour will bring to the Chest a keen and active mind, a real interest in people and their welfare and a very intimate knowledge of the objects and working policies of the welfare agencies of Winnipeg.

William H. Dewar, known to his friends as "Bill", has had long experience in social work administration in both the United States and Canada.

Educated for the Presbyterian ministry, he served in the last war as a gunner with the 40th Battery of the Canadian Field Artillery. He worked in France and England



WILLIAM H. DEWAR

with the Y.M.C.A. at the end of the war and in 1919 went to the United States to work with the Brooklyn "Y". Succeeding years saw him in various Y.M.C.A. positions in the United States, during which period his interest extended far beyond the range of activity usually associated with the

Y.M.C.A. projects. He became Chairman of the Group Work and Recreation Section of the Welfare Council of New York City, a member of the Co-ordinating Committee on Unemployment and Relief, a member of the Board of Directors of the Brooklyn Council for Social Planning. All these contacts enabled Mr. Dewar to accumulate a most useful body of knowledge on matters relating to community planning and he became familiar with the programs of many well-organized American agencies.

In 1938 he returned to Canada as General Secretary of the Central Y.M.C.A. in Toronto and six years later became Associate General Secretary of the Toronto Metropolitan "Y".

The direction of the United Welfare Chest of Toronto is no sinecure, but Bill Dewar's warm personality and his well-founded experience and knowledge of the nature of his work are indications of a progressive and constructive future for that organization.

UNITED STATES RETIREMENT PLAN FOR SOCIAL WORKERS

As of July 14th over eighty cities in the United States have approved participation in the National Health and Retirement Welfare Association for employees of Chests, Councils and Agencies. . . . More than seventy cities have voted the funds authorizing participation immediately, and the remaining number have decided to start participation in the Fall, or by January 1st . . . the Retirement plan is off to a good start. . . . Literally scores of additional cities are seriously considering the plan. . . . In no single case so far noted has a city definitely voted against the plan.

—Community Chests and Councils, Inc., New York, *On the Alert*, July 20, 1945.

Stimulating Employee Giving To Community Chests

G. S. CHANDLER

Executive Secretary, The Hamilton Community Fund

THIS business of raising funds annually for the support of a community's welfare services has been aptly described as a community "self-help" project in which everybody works and everybody gives and everybody correspondingly benefits. Maybe we haven't reached that 100% participation in working and giving, but we do know that all who do work and give also share in community benefits quite as much as those our agencies serve.

It is my contention that the benefits of this sharing of responsibility should be extended to employee representatives. We are all enthusiastic naturally about extending greater opportunities to employees to give, but maybe we haven't been quite so ready to have them participate in planning or administration. These war years have shown that labour is making an effective contribution in many fields, and if given the opportunity, will pull their weight in any project for the good of the whole community.

In discussing first the field of giving, one of the great stimulants to increased employee giving in recent years has been the so-called Employee Fund, that arrangement whereby employees in plants or commercial establishments agree to subscribe a regular amount to a

central Fund within the plant, from which contributions are made to established charitable and patriotic appeals.

This plan of combining all appeals that normally might be made to employees in the course of a year into a centralized arrangement has met with favourable response wherever employee groups have become aware of the procedure. Management also has encouraged the organization of these Funds as they eliminate multiple canvassers with their consequent disrupting effect on production.

Vancouver saw this arrangement adopted some years ago, and from employee groups operating under this scheme an average gift of \$2.66 was made in the last campaign. Approximately 700 employees of one firm have raised over \$20,000 in 5 years by this method, or an average of around \$6.00 per individual employee annually. The basis of contribution is one hour's pay every four weeks.

In London, Ontario, 53 industrial financial, and retail firms, or practically all with sufficient employees to justify an organization, are following this centralized plan.

The Community Fund of Hamilton helped in stimulating similar organization in this industrial centre, and practically all of the larger plants have been following

this plan for four years. One plant with 5,000 employees has had nearly \$40,000 available annually for gifts to Red Cross and Community Fund, as well as Milk-for-Britain, Aid to Russia, etc.

The procedure is quite simple. Employees are encouraged to contribute a small amount per week or per pay, which is deducted from pay and deposited in an account under the name of "Employees Patriotic and Charitable Fund" or some similar name. The administration is usually in the hands of a committee elected by the employees, and this committee decides on the allocation of the money.

In Hamilton, it is generally understood that the major portion of the funds so collected are to be divided between the Red Cross and United Home Front, with perhaps 10% to 15% being held in reserve for miscellaneous smaller appeals. A recent analysis of contributions from 46 Employee Funds to the United Home Front Appeal showed that slightly over double the amount was given in 1945 than in 1940 when these Funds were just getting organized.

The usual procedure in organizing an Employee Fund in a plant is for the Personnel Director to talk over the idea with the Shop Committee or Plant Council, and then for the Management to get out a circular letter setting out the advantages of the plan such as saving the annoyance of many appeals, and providing a subscription card on which the employee may fill in the amount he wishes deducted. A membership certifi-

cate is then issued which the employee has to show to canvassers calling at the home.

Toronto reported recently that 67,510 employees of 319 firms had adopted this program, which is 73% of the total of 94,725 employees in these plants. \$529,272 was contributed last year for all purposes, an average of nearly \$8.00 per employee participating. The Toronto set-up varies somewhat from other cities in that a central organization called the Canadian Employee Chest was established to sell the idea to employee groups. The basis of contribution is 15 minutes pay per week, and the central organization suggests proportionate allocation of the funds subscribed, acting on behalf of the Red Cross, United Welfare Chest, Salvation Army, and others. The Toronto United Welfare Chest received 27.6%.

During these war years, this method of encouraging employee giving has proved successful in raising much larger sums than previously contributed by employees. The doing away with multiple appeals has been favoured by both employee and management, and the payroll deduction arrangement makes the contribution comparatively "painless".

On the debit side, there might be some danger of the whole process becoming too automatic, and, therefore, constant interpretation of community needs and the way our organized social services are trying to meet them is necessary. Such educational material can be sent to the committee administer-

ing the Employee Fund periodically throughout the year.

It may also be true that some individuals are contributing a smaller sum than might be obtained on an individual solicitation basis, yet the much greater coverage more than offsets any such losses.

While we are speaking about coverage, let us look at some figures just issued by Community Chests and Councils in New York. In a recent study of employee group solicitation in 56 cities, it was found that approximately one-fourth of the total raised from all sections of the campaign was from gifts of employees. The average gift was \$4.57, and 75.8% of all employees participated. School employees ranked highest with average gifts of \$8.96 and 90.7% participation; bank employees were next with \$5.81 and 88.9%; then insurance company employees with \$5.61 and 84.2%. The lowest group was utility employees with an average gift of \$4.62 and 70.9% participation.

The amounts of individual gifts are somewhat higher than our Canadian experience due to the inclusion of war appeals in most United States Chests. Undoubtedly, our average gift from employee groups should be on a higher scale, and it is worth-while to pay more attention to this fertile field. In fact, we would be well advised to tackle this problem of employee solicitation with as much time and effort as we devote to big gift solicitation.

What is the situation going to be this fall?—we are all concerned, and no one can say with assurance that there won't be some lessening of employment. At a conference of Chest executives of "big cities" held in Chicago in June, the opinion was expressed that reconversion will undoubtedly be rapid. It is the marginal workers who will be dismissed first should any staff reductions be made in the change-over, but they are also the marginal givers. That the situation will be "fluid" is the feeling of these Chest executives, and, therefore, our organization needs to be adaptable, flexible—we must be "fast on our feet".

It would be well to try to bring up the total givings of those groups of employees where there is a real feeling of security. Get their results in advance if possible, as a stimulant to other groups. A standard of giving (minutes a week is better than an amount) as a suggestion, not a demand, helps to raise the total gift.

Where employee groups may not be feeling secure, make it clear that if they pledge and there is "no pay", there is "no payroll deduction". Greater attention should be paid to smaller firms and smaller plants, with a more thorough coverage necessary.

By increasing participation of employees whether through Employee Funds or plant canvass, we can go a long way toward offsetting any losses should there be some drop in employment.

A plant "quota" is an excellent device, but it should be worked

out on an equitable basis—a straight percentage increase each year does not bring the plant doing a poor canvassing job up to the average, and is unfair to those where the level is high.

I am sure we who are responsible for campaign organization would all agree with the suggestion that we have a "time objective" as well as a money objective. Anything that can be done to speed up the canvassing job is beneficial.

Now, let us give some thought to employee participation in organization and administration. We have all been impressed with the way organized labour has backed up the Community-War Chest Appeals in the United States and the definite arrangements for labour participation in campaign planning and administration on both a national and local basis that have been worked out.

Certainly, it would be advantageous to us to include representatives of employee groups and organized labour in not only our campaign planning but our year-round program. Most cities, I feel, do provide for labour representation on Chest Board of Directors, and encourage member agencies to do likewise. It is a valuable interpretive link that offsets criticisms or channels them to some responsible person for investigation.

Recently, through our Council of Social Agencies, we joined efforts with our A.F. of L. and C.C.L. Councils to stimulate public backing of Town Planning, and we have sat together at the conference table on housing problems for

years. To show our labour friends that we have common objectives in community betterment in the planning field carries over naturally into the financing end.

It is vitally important to this relationship with labour that our agency services get to the employee quickly and surely when required. For instance, our family agency in Hamilton has built up a most satisfactory working arrangement with personnel supervisors and welfare officers in many of our plants. If an employee is having difficulties at home, domestic or financial, the personnel manager usually gets to know about it, and the family agency is called in. In recent years the agency has administered thousands of dollars on behalf of employees who needed help in straightening out their financial affairs. The employee is happy to get back on his feet again, and the employer appreciates his return to normal productive effort. Such demonstrations are mighty helpful when it comes time for the annual campaign.

It has been my experience that employee groups are more ready to understand the necessity of skilled services in family adjustment as contrasted with material relief than some of our so-called "leading citizens".

Let us then not overlook the value of frequent contacts with our labour leaders and plant committees. It will pay dividends in increased employee giving, and strengthen our whole relationship with an increasingly important part of our total constituency.

"We're Neighbours"

H. D. BARBOUR

*Executive Director, Community
Chest of Greater Winnipeg*

AT THE risk of unnecessarily retelling a well-known story, I propose first to set out in a brief factual summary the origin of the Woman-a-Block Plan in Winnipeg; second, to extract and chart the basic reasons, practical and psychological, for its success.

The "Winnipeg Plan" has received so much national and international publicity that we can perhaps take for granted a knowledge of the organization early in the war of the Central Volunteer Bureau in Winnipeg and the truly wonderful job of planning, co-ordination and direction which was accomplished under sound, yet imaginative leadership and under the impulse, almost hysterical at times, of national emergency. That the cool-headed, far-sighted women who headed up the organization refused to be stampeded, built soundly, insisted on retaining the proper balance between increasing local community needs and the more glamorous and certainly vitally necessary demands of war-related agencies, is to their undying credit.

Salvage, however, seemed to be a war job, pure and simple, and the Patriotic Salvage Corps, antedating Canada's general salvage policy by a full year, was organized as a war activity and did a fine job right from the first. In 1941, the Block Plan of organization was

spreading, due to its use in most schemes of civilian defence—we mere men had used it in Winnipeg in the organization of the Manitoba Volunteer Reserve in the summer and fall of 1940—and it was applied to the Salvage Corps collections in 1941, partly through sheer necessity. It was no longer possible due to gasoline and tire shortages to collect salvage on the former basis of responding to calls. There must be no waste in collection trips and therefore each City block had to be organized, put its salvage out on the same day and be served by a single collection. As one district after another was organized on the block basis the financial results showed an improvement that was almost fantastic. Average realization had been about \$2,000 per month. In the first month under the block plan, in a state of partial organization, this jumped to \$5,000 or 250%. The second month showed \$9,000 or 450%, the third month \$12,000 and the fourth month \$15,000 or seven and one-half times the average under the former system. The coverage under the Block Plan was obviously beyond that achieved by any other known method.

The leaders of the Central Volunteer Bureau could see the possibilities of the plan for community services as a whole, but hesitated

because of a fear of conflicting with the work of the Salvage Corps. Then too, many of the Block captains were interested in salvage only and did not wish to enter into a more general plan. However, in the spring of 1942, the Red Cross asked the Central Volunteer Bureau to organize its residential campaign in the City of Winnipeg. This was done on the Block Plan as nearly as possible with control coming through Region, District and Zone, down to Block, and the results were highly satisfactory.

Following this a permanent organization was set up under a standing Committee of the Central Volunteer Bureau. Workers were drawn from the lists of Community Chest and Red Cross canvassers, from churches and community clubs, etc., and this organization was offered to the Community Chest for the fall campaign of 1943, in which it was a huge success, accounting for a \$5,500 increase in the Residential Division results that year. The organization has been polished and perfected through two more Red Cross and one more Community Chest campaigns and in addition has done valuable work in community surveys, and we look forward to another successful campaign with their help this September.

What are the reasons for the success of this plan of canvass? I think they are, briefly,

1. Permanency—an organization that remains ready to function wherever a community need appears.

2. Simplicity—and ease of operation.
3. Efficiency—low cost in time, gasoline or car fares.
4. Uniformity—in campaign supplies, accuracy in measuring quantities of campaign material needed from year to year and from campaign to campaign, i.e., more efficiency.
5. Education — the canvassers are housewives, not necessarily connected with the work of social agencies. They learn, take a real interest, become real missionaries for the welfare services, form a solid backlog of good sound educated public opinion for social betterment.
6. Democracy—Our “peers” are not pares (Latin) our equals, but pares (Norman French), our neighbours. This is a movement which provides a psychologically satisfying substitute for the social welfare work of earlier days when the close knit neighbourhood group was the unit of action.

So from gasoline shortage to the democratic ideal. With the war over, thousands of women will be released from wartime activities but will they be prepared to go back to a less efficient method of community fund-raising even if they have more time? Is there something here that is basic and fundamental in getting down to the level at which people live and bring up their families? Can we build our Chest collections and, more than that, our Chest interpretation in the average home, in the community, on that feeling so many of us have all but lost,—“Why, yes, we’re neighbours.”

Francis H. McLean

Family service all over America learned of the death of Francis McLean on June 9th, 1945 with profound sorrow for they knew that they had lost a leader who, throughout his long life, had always sought to conserve and develop family life, and a friend who had never been too busy to give wise counsel and encouragement to those who had turned to him for guidance.

A graduate of the University of California, with later post-graduate work at Columbia, Pennsylvania and Johns Hopkins, his social work career began about 1891 when he devoted seven years to settlement work in New York, Chicago and Brooklyn. Family social work claimed him in 1898 when he served in Brooklyn, Montreal and Chicago, later devoting his services to the co-ordinating of work of agencies in the Charity Organization Society field under the Russell Sage Foundation. With the organization of the Family Welfare Association of America in 1911, Mr. McLean became its first General Secretary and on its re-organization in 1920 became its Field Director, continuing as such until his retirement in July, 1938.

In Canada, Mr. McLean laid the foundation for the growth of family service when in April, 1900, he became the General Secretary of the Charity Organization Society of Montreal, now Family Welfare Association, the first to be organized in the Dominion. In the annual report of that year he wrote, "The great test of all charitable endeavour with the needy in their own homes is whether it treats the poor as men and women, like other men and women." "Do not imagine that the Charity Organization Society office is a sort of magic spring, by which everything is set right, and that all you have to do is to refer families to it. You should rather consider it as a sort of look-out over the field of life in which the poor and the weak are fighting their way along, some miserably, some bravely. From its overlooking view it sees many chances to help families to better and brighter living. Some of these opportunities can be undertaken by the salaried officers of the Society, but not all. Behind them must be score upon score of volunteers with a definite recognition of the problems involved and their solution."

Francis McLean "set our sights". As the years pass we shall not forget that "he was one who loved his fellow men."

—G. B. Clarke, General Secretary,
Family Welfare Association, Montreal, Quebec.

The following is an excerpt from "Social Progress and Social Perturbation," written by the late Francis H. McLean in 1915:

"My appeal to you is to be zealous of one thing, and zealous for one thing: and that is that the self-expression of life, whether it be the life of the worker, the potential volunteer, or of the community, or of the struggling family, shall ever have the fullest, freest opportunity, shall never be limited or hampered by set molds, by blind kindness, by mistaking for life either a perfectly logical system of social service or economic independence or perfect health. For life is, even at its worst, a rose-mesh entwining an everlasting spirit."

Victoria Discusses Penal Reform

FROM papers given by Mr. H. G. Wyatt, Secretary of the John Howard Society of Victoria, and Mrs. C. Mitchell, a member of the staff of that organization, at the Conference on Penal Reform held in May in Victoria, B.C. under the auspices of the Council of Social Agencies, we quote the following revealing paragraphs.

PROBATION

"For probation to be successful, these conditions should be fulfilled:

1. The youth should have suitable employment. He must not be at a loose end. This requires the co-operation of the employing community.
2. More than one officer is needed for a whole province and we need to extend effective probation throughout the Province and in not only urban but also in rural areas.
3. Further, only if it be made a national system and be undertaken by the Dominion Government can an effective probation system be organized within reasonable time for all Canada.

"Of the results of Probation in England, the Lord Chief Justice bears witness: 'The right-hand man, an indispensable handmaid of the Court is the Probation Officer. In a single year, nearly 20,000 men and women, boys and girls, are assigned to this care. If a similar number were sent to prison for a year, the cost would be twenty times as great. The saving of money to the State is striking. The saving of the stigma to the individual is immeasurable.'

4. Success depends particularly upon the personal and special qualifications of the officer. We need a nation-wide field of selection and a national training system for personnel. A previous experience in social services is invaluable. A nation-wide probation system was urged by the Royal Commission of 1938.

"Probation, however, is suitable chiefly for first and more easily reclaimable offenders. For more serious and habitual offenders of this age, we have to resort to some kind of institution. What kind of institution will that be which succeeds in handling groups on reformative, re-educative and individual lines?"

ENGLISH BORSTAL SYSTEM

"One answer is given by the now well known English Borstals, designed to reform and to train individuals for a useful life. There are nine separate institutions for serious and habitual but not the very worst offenders of ages 16 to 23. Each Borstal serves one class within the age group, determined by previous character and conduct, by capacities and needs. There are five walled Borstals for the tougher, older and more difficult cases. One of these takes those of higher intelligence, another those mentally dull, another the physically soft, another young but hardboiled youngsters with previous institutional experience and so on. The four open Borstals, un-walled and unfenced, are for those more readily reformable. Of these,

one takes those who seem suited for outdoor or farm life, boys from an agricultural district; another those with aptitude for trade or craft, and so on. But the classification is rather more complicated than that. The point, however, is that every Borstal is distinctive. There are different methods of reclaiming different types."

PREVENTION

Prevention is the most effectual method of treatment. In spite of the existence of a great variety of welfare agencies directly or indirectly serving the interests of youth Mr. Wyatt warns, "We have, however, no grounds for complacency. Consider our moment in history. We have in the making a new world, a task which is almost terrifying in its immensity and complexity; and it will devolve upon the young people of today. But we shall not defeat the destroyers of youth by continuing our present guerilla warfare. The figures for youthful crime attest its failure so far. Against crime at home we require the same concentration of effort as against criminal attackers from abroad. For this, we need first a strategic Board and a directive Staff at the centre. The still awaited Prison Board for the Dominion, called for by the Royal Commission, would be an initial response to part of that need, as is the increasing interest of the Dominion Government in Social Welfare."

THE ROYAL COMMISSION

Mrs. Mitchell recalls attention to the fact that: "In 1936 a Royal

Commission was appointed by the Privy Council of the Dominion of Canada on the recommendation of the Minister of Justice. They began their investigation of the penal institutions in October, 1936, and continued until December, 1937. A complete report was presented to the Minister of Justice in April, 1938. During this investigation the Commission visited 113 institutions in nine different countries. They spent 108 days in the seven penitentiaries in Canada and there took the evidence of 1840 inmates and 200 officers who gave evidence under oath." The most excellent report of the Royal Commission has not been implemented.

INSTITUTIONS

With reference to inmates of penal institutions she says: "The following factors also have an undermining influence on the morale of prisoners and interfere with their reformation in our penal institutions. They have only half an hour daily exercise in the open air; spend 16 out of 24 hours in a poorly ventilated and poorly lighted cell; in winter a large portion of their remaining time is spent in stuffy and overheated shops so that they are practically deprived of exercise and sunshine and fresh air, which are essential to their physical and mental development. They have no choice of associates, receive no newspapers except a weekly bulletin sheet issued by prison officials and so are not aware of what goes on in the outside world. They have no social or mental contacts to keep their minds active and so are

thrown into retrospect and brooding, subject to a constant craving for freedom, a furious hatred of all restraint and a hunger for bodily and spiritual necessities. They have no responsibilities—no need to care about food, clothing, shelter or a job—but are given orders and a daily task until frequently they lose all initiative, physical and mental alertness, and are left with senses atrophied with disuse. The guards treat them with apathy and even brutality and do not try to help or encourage them. The result of all this is that when a prisoner is released, after the first thrill of freedom, he relapses into habitual lethargy and becomes enveloped in a thick shell of apathy. He is badly handicapped in his efforts at rehabilitation and so wanders aimlessly in the midst of the sharp rivalry and feverish activity of a free world. As a rule a prisoner is given \$10 on release and a badly fitting suit of prison clothes. He is also given transportation to the place where he was sentenced—which might be hundreds of miles from his home—if he has a home and so many of these men have not.”

And again: “I find the majority of these men come from broken homes, or homes where there was not enough to go round and so they got out at a very early age to fend for themselves. In dealing with them, it is impossible to believe in a ‘criminal type’ or a ‘criminal class’. There is no such thing, but there is a prison type who we ourselves are responsible for. Each year they emerge from

our penitentiaries white-faced with that prison pallor one knows so well, husky in voice, broken in health and spirit; they seldom smile but sit listlessly in their ill-fitting prison clothes—the finished product of our prison system. This is what we have to show for thousands of dollars wasted and lives worse than wasted because of our denial of common sense and humanity.”

RESOLVED

The Conference concluded its discussions with the passing of the following resolutions:

“That the Recommendations of the Royal Commission be implemented without further delay, to wit:

“That the Statute to appoint the Royal Commissioners be proclaimed but amended so as to place the commissioners under the recently established Department of National Health and Welfare.

“That at the time of the next conference on Dominion-Provincial relations, steps be taken to place all penal institutions under the jurisdiction of the three commissioners and the Dominion Government.

“That a parole officer be appointed for each penal institution.

“That additional probation officers be appointed for courts dealing with adult criminals and misdemeanants.

“That training centres for personnel coming in close contact with criminals and delinquents be set up in conjunction with Canadian universities.

“That a genuine, Dominion-wide Borstal program be set up.

“That the Criminal Code of Canada be amended to permit of an indeterminate sentence being passed.

"That the Criminal Code of Canada be amended to permit preventive detention of habitual criminals.

"That a centre for the scientific treatment of confirmed alcoholics and confirmed drug addicts be set up to operate on democratic principles but under the guidance and control of specially trained physicians.

"That there be closer liaison between the penal institutions and the public generally.

"That greater use be made of psychiatrists and psychologists in diagnosis and treatment of criminal court

cases and penal populations and that greater numbers of our young people, through the gift of scholarships, etc., be encouraged to train to enter these professions.

"That the Criminal Code of Canada be amended to remove anomalies so that the recommendations may be carried out.

"That the Dominion Government give financial support to crime preventive agencies.

"That provision be made for the payment of fines by instalments."

Family Welfare Division

FAMILY agencies have for many months been looking forward to the appointment to The Canadian Welfare Council staff of an Executive Assistant who would give her full time to the Family Welfare Division; providing an organizing and consultative service for member agencies and developing the proposed co-operative arrangement with the Family Welfare Association of America. It is with considerable satisfaction that we announce the appointment, effective in October, of Miss Kathleen Jackson to this position.

A native of British Columbia, Miss Jackson took her B.A. (cum laude) and social work training at the University of Washington and has done post-graduate work at the University of Chicago in the School of Social Service Administration.

Her professional experience includes thirteen years on the staff of the Family Welfare Bureau of Vancouver, and for the past three and a half years, she has been the Executive Director of the Family Welfare Bureau in Edmonton.

This varied service provides a nice balance, allowing for experience in a large and well developed family agency and also the responsibility for setting up and directing a new Family Welfare Bureau in a community not so completely organized as the larger and older cities.

Additional activities in community organization and interpretation, dramatics, and the Girl Guide movement are indicative of the breadth of Miss Jackson's interests and the variety of equipment she will bring to her new position.

Make Your Community Strong

This is the national slogan of the 24 community welfare campaigns listed below, and also of 17 other campaigns by Children's Aid Societies and the newly formed Moose Jaw Family Service Association. Through the Community Chest Division of the Canadian Welfare Council, maximum assistance has been rendered to these money-raising efforts.

Under the very able Chairmanship of Mr. Spencer W. Caldwell, Manager Program Division, All Canada Radio Facilities, a Committee on Radio has been responsible for obtaining greatly expanded coverage on the air waves not only of the CBC, but of private radio stations and in the programs of commercial sponsors.

The National Film Board again has produced a two-minute motion picture trailer, 125 prints of which will be shown in campaign cities.

National and house magazines are carrying stories and the Imperial Oil Company again has donated posters which will be used on their service station panels.

FALL CAMPAIGNS OF COMMUNITY WELFARE APPEALS

	Number of Agencies	Objective	Dates
Cornwall United Welfare Fund.....	7	\$ 14,925	Sept. 27-Oct. 6
Edmonton Community Chest.....	28	100,000	Sept. 10-29
Fort William Community Chest.....	7	25,000	Sept. 17-Oct. 1
Halifax Community Fund—16 agencies + Y.M.C.A., Salvation Army, Boy Scouts, C.N.I.B.	20	116,000	Sept. 17-Oct. 9
Hamilton United Home Front.....	27	195,000	Sept. 24-Oct. 2
Hull Federated Charities.....	7	25,000	Sept. 20-Oct. 10
Kingston Community Chest.....	12	42,000	Sept. 24-25-26
Lethbridge Community Chest.....	14	48,000	Sept. 17-Oct. 6
London Community Chest.....	13	115,000	Sept. 17-Oct. 10
Montreal—Welfare Federation of Montreal Federation of Catholic Charities Combined Jewish Appeal.....	30 24 17	1,021,000 225,000 650,000	Sept. 24-Oct. 2 Oct. 1-10 Oct. 2-10
Niagara Falls—Greater Niagara Community Chest.....	7	25,000	Sept. 17-22
Ottawa United Welfare Campaign.....	26	240,000	Sept. 17-Oct. 6
Port Arthur Community Chest.....	10	30,000	Sept. 10-15
Regina Community Chest.....	14	40,000	Sept. 24-Oct. 4
Saint John United Services Campaign.....	8	70,500	Sept. 24-Oct. 6
Sault Ste. Marie United Welfare Drive.....	6	27,000	Sept. 17-Oct. 10
Sarnia Community Chest.....	6	20,000	Sept. 17-29
Saskatoon Community Chest.....	15	48,000	Sept. 17-Oct. 7
Toronto United Welfare Chest.....	69	1,776,904	Sept. 19-Oct. 4
Vancouver—Community Chest of Greater Vancouver, Catholic Charities and Citizens' Rehabilitation Council.....	54	575,000	Sept. 17-Oct. 6
Victoria—Community Chest of Greater Victoria.....	20	82,500	Sept. 17-27
Winnipeg—Community Chest of Greater Winnipeg.....	26	395,000	Sept. 17-Oct. 1
	467	\$5 906,809	

Spring campaigns in eight cities raised \$1,544,196 to supply the needs of 76 home front agencies and 18 war services. Of total funds raised, \$364,000 was allocated to the Red Cross.

"Publicity Department, Please"

JEAN McCrimmon

Secretary, Interpretation and Education, Toronto Welfare Council

MORE than streamlined baby carriages, air conditioned refrigerators, walkie-talkies, transparent stoves and the flood of ingenious gadgets manufacturers are now promising us in full-page, four-colour advertisements, we need in the post-war period a wider understanding of people by people.

Human relationships are the material out of which man hopes to build a secure peace, and good human relationships can emerge only from a better understanding of people—not only of the people in our own income bracket and environment, but of people of all sorts, regardless of colour, creed, income or cultural background.

The social sciences are continually enlarging the now vast store of knowledge about man and 'why he behaves like a human being'. In every community social agencies both use and contribute to this knowledge. They are the medium through which the community expresses its concern for the wellbeing of its members. Out of their work with individuals and with groups grows a better understanding of people by people.

But this activating process is only nicely under way. The public is only beginning to realize how much social, health and recreational agencies can do for the community—not only for the

handicapped, the extremely poor, the unfortunate, but for everybody. On their part, agencies are just beginning to accelerate this process by putting the power of publicity behind the power of good work. Here and there, the machinery for year-round publicity is being set up. And what a job this publicity has to do!

The public must be persuaded to use, to work in and to support financially the social and health agencies, not as charitable institutions but as general services of the community such as the post office, the church, the schools, the theatre.

There is, too, a job of 'unselling' to be done. The old idea of charity and loss of social status through the use of welfare agencies still persists.

The destructive effects of material insecurity on physical and mental health has been, and must continue to be, dramatized in terms of human waste. Important as this is, it must not be the only selling theme. There are many common problems throughout the community for which social work agencies should make it known that they have answers to offer.

Families in every income bracket, for example, are trying to cope with the difficulties faced in raising children. Such everyday problems as bed-wetting, lying, stealing,

stuttering and shyness were formerly treated as if they were of little importance or were harshly dealt with. These are now known to be symptoms of an inner insecurity which, if neglected, may prevent a child from developing normally.

Families also, are struggling, not too successfully, with the recreational demands of the whole household from Junior to Grandma—whose need for fun is too often forgotten.

In all areas of social work—child and family, old age, health (both mental and physical), education and recreation—the agencies have services, ideas, facilities. These are commodities the community greatly needs.

Manufacturers have successfully developed techniques to promote the use of a million products ranging from chewing gum to cyclotrons. Why not apply their proven techniques to something even more important for human good?

Social Work needs a Publicity Department. For the most part social agencies are staffed by over-worked personnel whose training and energies are centred on the social problem. Advertising, public relations and educational work is too often foisted on some staff member who is not an advertising man and who is so hard pressed with his professional work that the publicity end of the business can be no more than a side line with him. In consequence, the public at large hears little about the work of

the agency. Only at campaign time is a concerted advertising program undertaken. Would it not be more effective to have a continuous stream of publicity directed from the agency over the full year? Then, when campaign time comes around, its specific fund-raising appeal reaches a public that feels it is financing a community service which it understands and in which it shares.

Agency board members and staff, convinced of the value of year-round educational work both as a public service and as a foundation upon which to build for increased giving, should plan in terms of a publicity department with at least a part-time person in charge. This person cannot be expected to carry a full-time social work job as well. He should have a flair for the work; he should be able to meet people easily, to build enthusiasm, to write lucidly.

Next comes the development of the over-all plan. Sit down and figure what you have to sell. What channels are open to you? Do you have contacts with the clergy, school boards, teachers and pupils? Do women's organizations and men's service clubs work for your agency? Can you expect co-operation from the radio stations and newspapers? Are the medical men in your community aware of the work you are doing? What about industry and the people who work in industry?

Don't plan a blanket program. Give each group something angled

especially for it. For example, merchants and small industrial concerns have a keen interest in juvenile delinquency because they are often made the butt of petty thieving and mischief. Show each group how your agency is helping to combat the community problems that specially concerns it—and how the group can help you!

Make your community work with you and for you. Build a strong Publicity Committee around the appointed staff member. Enlist professional publicity people representing all the publicity media in the community. Their experience and help will be invaluable. Also draw in representatives of each of the community groups to which the publicity is to be directed. The teacher, the trade unionist, the business man—each can help you to reach his particular area effectively. In this Committee, discuss and analyze the aims, the policy and the work of the agency, so that all the members will become thoroughly familiar with the product they are to promote.

Specific projects are often excellent publicity material. For example, prenatal classes being conducted jointly by nutritional and health agencies in Toronto, are bringing the work of these agencies to the special attention of the medical profession as well as to large sections of the public. Busy general practitioners and obstetricians acknowledge the educational value of the series and send patients to the classes. Radio time

and newspaper space is freely contributed for this service.

Any project in the interest of children has all kinds of possibilities for publicity. Recreational agencies taking groups of children to industrial plants, civic buildings, museums and other place of interest introduce their agencies to industrial managements, to workers and to community leaders. Such a tour is also a good news story. Perhaps the local radio station would do a play-by-play description of it. Newspapers would use pictures and write a story. Every agency has projects with news and educational possibilities. Exploit them fully.

Your Publicity Committee itself will initiate projects with a publicity twist. An amateur photograph contest might be one. It would produce a variety of usable interpretive photographs. The exhibition would attract and inform visitors, and the awards would be news.

When you sit down to plan your program you will not find a lack of ideas but perhaps almost too many of them. Just keep in mind that one sound idea, properly presented, is worth a dozen poorly developed. Tell your story simply. *Everything* need not be told at once. No matter what limitations there may be in your own organization, personnel or plant, remember that what you have to offer is really worth while. If you yourself are sold, you can do a good job selling your community.

Medical Social Work

M. A. DENNIS

Royal Victoria Hospital, Montreal

HERE are approximately five hundred hospitals in Canada to serve sick people. Of this number, only thirty-five have Social Service Departments.* How a Social Service Department can be used to its fullest extent by the community is practically an unknown. Its proper function in the hospital is confused with administrative aspects of treatment. Often the mention of the medical social worker conjures up a mental image of a social worker in a medical setting, performing services vague in nature with no clear goal or focus.

We must remember that medical social work has only begun to emerge with its unique contribution in Canada during the past twenty-five years. Earlier, in 1905, Dr. Richard Cabot brought the first social worker into his clinic at the Massachusetts General Hospital, Boston, because he recognized that unless the patient and his social environment were understood and modified, medical treatment was not always effectual. Other developments began almost simultaneously. The emphasis in medicine is changing from an impersonal scientific analysis, diagnosis and treatment of disease groups to a recognition that there is no disease without the patient. His personality, his family and

wider social interrelationships must be part of the awareness of the doctor: This is especially significant in psychosomatic medicine which recognizes that tensions, personality drives and frustrations interfere with normal body functioning. As a corollary, treatment must seek to modify these factors as well as to treat organic changes. Increasing awareness demands increasing responsibility. This responsibility the medical worker shares with the doctor to meet the need of the patient which arises because of illness.

The goal of medical social work is the best possible adjustment of the patient to those problems of an individual and social nature which arise with illness. The method used is medical social case work, the skills and techniques of case work, we shall not define here. Medical social case work demands of the worker a knowledge of medical terminology, disease groups, but, more than this, a sensitivity towards the meaning of illness to the patient which presupposes an understanding of those particular problems and emotional needs which are associated with certain diseases.

A chronic disease such as diabetes mellitus challenges the patient to accept the life long management of a specific diet and

*Dominion Bureau of Statistics, 1942.

daily insulin injections. He needs continual medical supervision but the burden of treatment rests with himself. The diet may interfere with former food habits, food fads and in some cases with religious laws governing the eating of food. Young people, especially dislike drawing attention to themselves at home or on social occasions by adhering to a diet, which, though varied, is nevertheless restricting. For old people, living with children or in an institution, the attitude of those who prepare the food and their understanding of their dietary needs condition good diabetic control. Some individuals fear insulin injections because they fear needles, and also because they know that correct measurement is essential. Insulin reactions, as a result of too much insulin, ranging from slight trembling and perspiration to complete loss of consciousness, are a source of insecurity particularly for patients newly diagnosed. The attitude of family and friends, the feeling of physical inferiority, interference with work habits, are all factors of great concern to the diabetic. In recent years, the need for help to secure an adequate diet and to purchase insulin has lessened except for older people on pension and occasionally soldier's dependents. It is by meeting these medical social needs that the medical social worker in a co-operative relationship with the doctor, can help the patient to resolve his problems.

The goal and method in medical social work, which we now use

synonymously with medical social case work, has been outlined. What does this mean in relation to actual practice? The goal of the medical social worker has been identified with supplying patients with appliances or placing those chronically or acutely ill in appropriate institutions. These activities have been mistaken for function whereas they are resources necessary, in some instances, for adequate medical care. A comparison can be made to choosing a foster home for a child; the choosing of the foster home is not the goal but it is part of the patterned case treatment with the child. Similarly, for Mr. S., a 68-year old, single Englishman with terminal cancer, an institution, where he could receive physical care denied him during his life represented security and comfort to him. Cancer of the bowel which had spread to the liver reduced Mr. T. a 45-year old Italian with pride in his achievements as a Canadian citizen and a strong drive for independence, to a helpless, dependent person for whom life had lost meaning.

In the first instance, when a suitable institution was available for Mr. S. the goal in treatment was achieved without the need for a sustaining supportive role. But, case work treatment for Mr. T. was directed towards helping him release his anxiety and fear of death. His conflicts about religion were referred to his minister for guidance. A growing hostility towards those involved in his care, was lessened by the interpretation of the doctor with whom this was

discussed by the worker. Mr. T. needed reassurance also that his wife could be helped to understand how he felt and that she would be provided for while his son, a pilot in the R.C.A.F. remained overseas. This patient was too ill to be transferred to a terminal hospital but his needs were even greater than those of Mr. S.

Medical social work sometimes becomes part of the administration of the hospital in clinic management or social admitting. While these services ease the patient through the process of medical treatment, they cannot be confused with the individual case study and treatment of patients who have medical social problems.

This can be illustrated in the case of Mrs. B., an Englishwoman of 33 years, married with four children who was to be admitted to the hospital for hyperthyroidism. When the operation was recommended, although there was no social admitting procedure, Mrs. B. was referred to the worker on the metabolism service when she became agitated and upset, thinking that she could not follow this recommendation because there was no one to care for the children. The first step in relieving her anxiety was to refer her to a family agency with a housekeeper service. Both Mrs. B. and her husband found their service would meet their need and she was subsequently admitted to the medical ward.

During her hospitalization, this slight attractive blonde woman

continued to be tense and apprehensive, her movements quick and hurried. Before and after the operation, she needed constant interpretation about medical and surgical procedures. She was anxious about her young family and through her husband and the family worker, it was possible to reassure her about their care. Her husband, a quiet, shy person, was a clerk in a large insurance company. Due to previous hospital bills, it was only by careful budgeting that they managed. Mrs. B. has been frustrated for several years in her attempts to find a suitable home. Particularly since the twins were born a year before, she had found their four-roomed apartment on the second story inadequate for their needs and demanding a too great expenditure of energy.

She had a strong drive to manage her own household and to care for her children. She was quite ambivalent when the doctor told her she would need at least six weeks more rest in a convalescent hospital. Because, she felt physically improved, she wished to return home leaving the housekeeper to do the work. Using the worker as a sounding board, she was able to accept this recommendation and was later able to resume her responsibilities at home, although the housing difficulty could not be remedied.

This case has been presented with little detail. It is intended, in a simple way, to convey a con-

cept of medical social work which is prepared to meet the need of the patient all through his treatment period. It points up the fact also that there may be needs which can be met jointly with another social agency. From the hospital, the medical social worker must reach out into the family and the resources of the community, conversely, she stands ready to be used by community agencies in sharing the responsibility of helping the patient once again, become a useful member of society.

The Social Service Department may be regarded as merely a clearing house for medical information of use to social and health agencies. This is a narrow concept because, for those patients who have problems closely related to illness, a co-operative effort between the agency worker and the medical social worker can enrich the treatment and effect a better adjustment. For example, Mrs. M's high blood pressure and heart symptoms of psychogenic origin persist and interfere with her making a readjustment and accepting the family agency's budget a year after her husband's death. Because her ability to find new outlets and create for herself new values is so closely related to her symptoms and because her relationship with the medical social worker is stronger, it is agreed that the major responsibility for case treatment remains with the medical social worker. The decision as to which worker takes the major

responsibility, as with other groups of community agencies, is made, of course, according to which worker and agency can best meet the patient's problems.

Variations in practice have hampered the acceptance of the function of medical social work to-day. In Canada, at the present time, it would be impossible to expect a uniform standard of practice in those thirty-five Social Service Departments mentioned. Montreal as the pioneer and now Vancouver are both developing a higher standard of practice in which case work treatment is basic. Where Departments are staffed with public health nurses, the practice will necessarily differ in emphasis and focus. However, the standards developed through the American Association of Medical Social Workers are gradually being absorbed by those practicing in the field and through specialized training in medical social work. We must be aware that as yet, in Canada there is only one School offering an accredited course in medical social work. This training was begun in 1940 at the Montreal School of Social Work.

With development comes expansion. Medical social workers are now in the services and public agencies. Clear thinking, honesty and a sharing of problems is needed. We have yet to discover the real contribution which medical social work can make to the care of the patient.

Le Service Social Medical

Voir article rédigé par Mlle M. A. Dennis de l'hôpital Royal Victoria et publié dans la présente livraison

DES cinq cents hôpitaux canadiens trente-cinq seulement possèdent un département de service social. Les normes d'organisation de ces départements varient beaucoup: en certains lieux, on appelle "département de service social" cette partie de l'administration de l'hôpital qui s'occupe de simples enquêtes économiques dans le but de vérifier les ressources financières des patients; ailleurs, on met en action toute la technique du case work. C'est là, en somme, le but principal du service social médical: l'auxiliaire sociale spécialisée en service social médical fait équipe avec le médecin et les autres membres du personnel professionnel de l'hôpital. Son rôle consiste surtout à découvrir les problèmes sociaux individuels qui peuvent influencer l'état physique du malade. Elle doit aider le médecin à saisir les problèmes sociaux inhérents à la situation du malade. Elle doit également assister ce dernier à surmonter les difficultés d'ordre divers qui pourraient l'empêcher de tirer tout le profit possible des soins médicaux qu'il reçoit.

L'assistante sociale médicale doit recevoir d'abord une préparation générale au service social tout comme les autres auxiliaires sociales, puis dont étudier d'une façon plus spécialisée ce que l'on pourrait appeler la psychologie de la maladie, à savoir, comment telle

maladie en particulier affecte le patient, quelles sont les réactions possibles auxquelles il faut s'attendre. Elle doit acquérir des connaissances assez étendues en fait d'hygiène, de science et de pratique médicale. Par-dessus tout, elle ne doit jamais perdre de vue que l'être humain est "un" et que ce qui l'affecte physiquement a des répercussions dans l'ordre psychologique, et vice versa. Sa connaissance des œuvres lui facilitera la solution des problèmes sociaux des patients qu'elle est appelée à secourir. Il faut cependant nous garder de confondre le service social médical avec la distribution d'appareils orthopédiques ou encore le placement d'un malade dans une institution. Ce sont là des "ressources" qu'emploie l'assistante sociale médicale, mais elles ne constituent pas l'essence même de son travail.

Il va de soi que tous les progrès récents de la médecine, de l'hygiène publique influencent grandement le service social médical. La médecine générale ne peut plus ignorer le sentiment du patient à l'égard de sa maladie et des soins médicaux. Comme l'indique Mlle Dennis ailleurs dans cette livraison de Welfare, "la médecine s'éloigne du concept de l'analyse scientifique impersonnelle, du diagnostic et du traitement de groupes de maladies et reconnaît qu'il ne peut y avoir de maladie sans le patient. Le

médecin doit tenir compte de la famille et des relations sociales de son patient".

Le service social médical est appelé à jouer un rôle important au Canada et c'est une spécialisation du service social pleine de promesse. Tout d'abord, nos hôpitaux tendront de plus en plus à

organiser des départements de service social où le case work sera à l'honneur. Puis, les services sociaux gouvernementaux auront aussi besoin d'assistantes sociales médicales, soit par exemple, pour nos anciens combattants ou encore pour les ministères fédéraux et provinciaux de santé. M.H.

Book Review

LET'S LOOK AT LEGISLATION, by Mary Coghill Barnes. Association of Junior Leagues of America, New York, 1945. 58 pp. Price 50 cents.

While this pamphlet was written primarily for Junior Leagues of the United States of America, it should be extremely helpful to any organization contemplating public action.

The title is somewhat misleading. "Let's look at legislation 'in the making'" might be more appropriate since all the pamphlet does is outline the procedure and techniques of getting a bill through the legislature. Starting with the initial step—arousing public interest in a new measure—the author discusses lobbying, the methods of obtaining the support of local and state politicians, etc.,—on through the actual legislative mechanics to the final stage, assent to the enactment.

There is sufficient similarity between Canada and the United States in such matters to make the material in the booklet applicable in both countries. To quote the author: "The family resemblance between the two countries is so strong that it just isn't possible to

talk about ways and means of taking public action in one without saying a great deal which is equally true for the other." However, one of the four chapters is devoted to Canada and deals fairly effectively with the outstanding differences between the two countries in this field, except for a certain lack of clarity in distinguishing between federal and provincial set-ups.

The pamphlet is written in a light, breezy style, even interspersed with the odd bit of slang. One's attention is caught by the particularly apt quotation heading each chapter. In addition to the subject-matter the author gives much sound advice. For example in one paragraph she says: "One general criticism of women's activities is that they spread their efforts too thinly over too wide an area. Don't let that be true of you. Narrow your field to insure more progress on fewer fronts." Again, we have: "Take advantage of studies already made by others. Progress is not built on duplication of effort."

Any social agency would do well to have a copy of this pamphlet on its reference shelf. ELIZABETH KING.





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Added to the Council Library

BOOKS

- Child Psychology*, Margaret W. Curti
Full Employment in a Free Society,
Sir William Beveridge
Public Health and Welfare Organization in Canada, Harry M. Cassidy
Total War and the Human Mind,
A. M. Meerloo, M.D.

PAMPHLETS

- Community Service—The Model Center at Bridgeport, Conn.*, Agnes E. Meyer
Family Allowances — A Children's Charter, Department of National Health and Welfare, Ottawa
Royal Commission on Provincial Development and Rehabilitation Report on Public Welfare Services (Nova Scotia), George F. Davidson
Planning for the Future in Your Community, Community Chests and Councils, Inc., New York City
Manitoba Health Plan, Province of Manitoba
Guardianship of Children Under the Law of Guardian and Ward, Mary Stanton
The Law of Guardian and Ward With Special Reference to the Children of Veterans, S. P. Breckinridge and Mary Stanton
Next Steps in Dealing with Delinquency, Philip Klein
Street Gangs in Toronto—A Study of the Forgotten Boy, Kenneth H. Rogers
Alcoholism: A Social Disease, D. B. Rotman, M.D.
The Alcoholic Patient Needs Social Service, Gladys M. Price
The Process of Recovery from Alcoholism, Dwight Anderson
The Soldier's Return: A Digest of the Series Broadcast on the CBC Trans-Canada Network, Canadian Broadcasting Corporation
Primary Behaviour Disorder in Children . . . Two Case Studies, Family Welfare Association of America
Building the Future for Children and Youth, U.S. Children's Bureau
New Ways of Learning, J. R. Kidd
Teen-Age Recreation Programs, U.S. Children's Bureau
A Psychiatric Social Worker Overseas, Irene Tobias

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- . . . Newspaper advertisements supporting the campaigns.



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